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Report of the Secretary-General on South Sudan

I. Introduction

1. The present report is submitted pursuant to paragraph 19 of Security Council resolution 1996 (2011), in which the Council requested me to report to it on the expected timeline of the deployment of all components of the United Nations Mission in South Sudan (UNMISS), to present benchmarks for the Mission and to keep it informed of progress every four months. The report provides an update on the deployment of all Mission components and on the Mission's activities, as well as an assessment of the overall situation in the country since my first progress report (S/2011/678), dated 2 November 2011.

II. Political developments

2. During the reporting period, South Sudan took further steps towards establishing national institutions, meeting key transitional political milestones and adopting measures to combat corruption. However, multiple security, humanitarian and economic crises overshadowed and impeded ongoing efforts to advance the Government's reform agenda.

Establishment of national institutions

3. The President, Salva Kiir, issued decrees appointing the South Sudan Anti-Corruption Commission on 30 November 2011 and the National Constitutional Review Commission on 9 January 2012. In November 2011, the Ministry of Justice circulated official copies of the Transitional Constitution to relevant Government bodies.

4. Following consultations with the political parties, the President issued a decree on 9 January 2012 appointing members of the National Constitutional Review Commission. Of the total 45 members, in addition to the Chairperson and Deputy Chairperson, 25 are members of the ruling Sudan People's Liberation Movement (SPLM) and 16 of other political parties, 1 represents a civil society umbrella organization and 1 represents faith-based organizations. Nine commissioners will serve full-time on the Commission, which was sworn in on 24 January. The civil society representative and the SPLM-Democratic Change party representative boycotted the ceremony, claiming inadequate representation. During the swearing-in ceremony, the President emphasized the crucial role of civil society in the review

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process and indicated that he was receptive to civil society's demands for greater representation.

5. Challenges in assimilating parliamentarians from the former Government of National Unity delayed appointments to the 18 specialized committees of the National Legislative Assembly, which were completed on 10 January 2012. Adoption of the Conduct of Business Regulations Bill was also delayed: it was eventually approved on 6 December 2011. Despite these delays, critical pieces of legislation, including the Public Financial Management and Accountability Bill, were adopted.

6. Concerning transitional political milestones such as political party and electoral legislation, as well as the constitutional review, consultations on drafts were held with political parties prior to their submission to the Council of Ministers. The composition of the National Constitutional Review Commission was subject to similar consultations.

Political party dynamics

7. Internal discord continued within several political parties. The United Democratic Front (UDF) dismissed its Chairperson following his arrest on 3 November 2011 for allegedly mobilizing militia forces in Western Equatoria State. Some members of the South Sudan Democratic Forum (SSDF) party announced a split on 2 December, following a vote of no confidence in its leader. On 29 February, the National Legislative Assembly unanimously adopted the Political Parties Bill 2012, which establishes that parties must prove a presence in two thirds of the States to be registered and requires that all political parties formally register in South Sudan within 90 days of its enactment.

Anti-corruption measures

8. On 30 January 2012, the National Legislative Assembly ended debate on the 2005 and 2006 reports of the Auditor-General and referred the reports to the Ministry of Justice for possible prosecution. The findings of the reports detailed extensive financial indiscipline, mismanagement of millions of dollars and fraudulent conduct by some senior officials in the former Government of Southern Sudan.

9. In his address at the International Engagement Conference for South Sudan, convened on 14 and 15 December 2011 in Washington, D.C., the President announced that South Sudan would join the Extractive Industries Transparency Initiative and highlighted progress in his legislative programme to combat corruption, including adoption of the Public Financial Management and Accountability Bill by the National Legislative Assembly. The Petroleum and Oil Revenue Management Bills were adopted by the Council of Ministers and tabled to the Assembly; two other draft bills, on procurement and internal auditing, are in progress.

10. In accordance with a presidential decree issued on 9 December 2011, the South Sudan Anti-Corruption Commission requested senior Government officials to declare their income, assets and liabilities and confirm their abstention from involvement in private businesses by 31 March 2012. Officials who failed to abide by the decree's provisions would be required to resign. The President was the first official to publicly declare his assets on 20 January; the Vice-President, Riek Machar, declared his assets on 14 February and called on other members of the Cabinet to follow suit.

11. On 22 December 2011, the Government established a committee with external independent experts to investigate an alleged grains scandal. The case is reported to involve up to a billion United States dollars worth of contracts between the Ministry of Finance and companies that were to distribute grains to States affected by food shortages in 2008. The grains were intended to be sold to the population at a low price and the collected monies remitted to the Ministry of Finance. However, some companies failed to deliver the grains to the States and allegedly not all of the money from the sold grains was remitted to the Ministry.

III. Economic situation

12. On 27 September 2011, the Bank of South Sudan introduced an exchange target rate of 2.95 South Sudanese pounds to 1 United States dollar in an effort to stabilize the currency. The volatility in the exchange rate induced currency speculation, which, together with commodity shortages along the border with the Sudan, contributed to increased inflation. At the end of January 2012, the National Bureau of Statistics reported an annual inflation rate of 47.8 per cent.

13. Revenue from oil sales accounts for 98 per cent of public spending, 99 per cent of export revenue and over 70 per cent of gross domestic product. Pursuant to the Government's decision on 20 January 2012 to shut down oil production and exports, the Council of Ministers adopted an austerity budget on 17 February that reduces current public expenditure levels by approximately 27 per cent (from 880 million to 650 million South Sudanese pounds per month). This austerity budget, which will apply until 30 June 2012, preserves public sector salaries at current levels, but reduces capital and operating costs by 50 per cent.

IV. Regional aspects

South Sudan-Sudan relations

14. The relations between South Sudan and the Sudan significantly deteriorated in January 2012 following the deadlock in the post-Comprehensive Peace Agreement negotiations. The two countries accused each other of supporting rebel militia groups, adding to the rising tensions.

15. On 23 January, the President briefed the National Legislative Assembly on the oil crisis and the Council of Ministers' decision to shut down oil production. He pledged that the Government would try to ensure that the needs of the people were minimally disrupted. On 3 February, the President briefed the diplomatic corps, explaining the rationale for the Government's decision. He said the draft agreement proposed by the African Union High-level Implementation Panel would have left South Sudan dependent on infrastructure in the Sudan and rendered the country vulnerable to its neighbour in the north. He stressed that South Sudan was not prepared to sign an agreement on oil without the resolution of other pending issues like the demarcation of borders, Abyei and citizenship. On 10 February, in Addis Ababa, South Sudan and the Sudan signed a memorandum of understanding on non-aggression and cooperation, committing themselves to respect each other's sovereignty and territorial integrity.

16. On a positive note, negotiations and agreements reached at the local, and sometimes State, levels, including among traditional leaders, have allowed limited cross-border seasonal migration of pastoralists from the Sudan into Upper Nile State in South Sudan, as well as into Northern Bahr el-Ghazal State and, in small numbers, into Unity State. However, the interruption of the free flow of commodities from the Sudan has resulted in a sharp rise in food prices, in some cases by over 300 per cent, in the South Sudanese States in the border areas.

Inter-mission cooperation

17. As requested by the Security Council in paragraph 15 of its resolution 1996 (2011), UNMISS continued to participate in regional coordination and information-sharing mechanisms to address threats posed by the Lord's Resistance Army (LRA). In December 2011, in the context of an inter-mission regional LRA communication strategy, UNMISS facilitated the deployment and installation of radio arrays to extend the broadcast range of programming targeting LRA combatants and abductees. UNMISS also assisted with the mass distribution of sensitization materials from the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) to key actors in LRA-affected areas. Meanwhile, following the joint visit of the African Union Special Envoy on LRA and my Special Representative and Head of the United Nations Regional Office for Central Africa from 3 to 6 January 2012, an African Union delegation visited Yambio, Western Equatoria, from 15 to 20 January to assess potential locations for the LRA Regional Task Force Headquarters, currently scheduled to begin operations in March 2012. UNMISS, the United Nations Interim Security Force for Abyei and the African Union-United Nations Hybrid Operation in Darfur also continued to share information on cross-border migration of nomads.

18. Regarding the inter-mission cooperation arrangements provided for in paragraph 17 of resolution 1996 (2011), following the grounding of the Russian military aircraft deployed in UNMISS, two Bangladeshi military utility helicopters from MONUSCO were temporarily transferred to UNMISS to help sustain the ongoing operations essential to the fulfilment of the UNMISS protection mandate, particularly in Jonglei State. Furthermore, my Special Representative for South Sudan coordinates closely with my Special Envoy for the Sudan and South Sudan on complementary aspects of their respective mandates.

Foreign and diplomatic relations of the Government

19. New embassies opened in Juba, bringing the total number of foreign diplomatic missions to 18. The Diplomatic and Consular Act was adopted on 14 December 2011 to expedite the deployment of South Sudanese diplomats. South Sudan also joined a number of international organizations, including the Intergovernmental Authority on Development (25 November) and the International Conference on the Great Lakes Region (16 December). Its application on 11 November to join the East African Community (EAC) was deferred for consideration at the tenth extraordinary EAC summit to be held in March 2012.

20. On 25 January 2012, South Sudan signed a memorandum of understanding with Kenya on the construction of an oil pipeline from South Sudan to the soon-to-be-developed Kenyan port of Lamu. A tripartite memorandum of understanding was

signed on 3 February with Ethiopia and Djibouti to help to enhance cooperation in infrastructure development in the areas of energy and fibre optics.

V. Security situation

21. During December 2011 and January 2012, inter-communal violence in Jonglei State escalated, resulting in casualties, displacement of civilians and challenges to civil authority at both the local and the national level. The traditionally volatile triangle of Warrap, Unity and Lakes States witnessed a resurgence of inter-communal violence triggered by an attack in Tonj East County, Warrap State, involving armed elements from neighbouring Unity State. While rebel militia groups remained a major security threat, their activities were limited during the reporting period.

Militia groups

22. On 20 December 2011, the Government announced that the militia leader, General George Athor, was killed by forces of the Sudan People's Liberation Army (SPLA) the previous day in Morobo County, Central Equatoria State. Despite negotiations with President Kiir in Nairobi on 20 November, which reportedly yielded an agreement, General Athor intensified attacks on SPLA forces and claimed credit for raids in southern Jonglei State early in December. Following his death, activities of his South Sudan Democratic Movement/Army (SSDM/A) declined significantly. The group has since selected a new leader. On 19 January 2012, local authorities in Jonglei State informed UNMISS that 100 SSDM/A fighters had requested amnesty under the Government's standing offer to former militia members. Further, on 30 January, Jonglei State authorities informed UNMISS that Kuol Chol, the second-in-command of the late George Athor, had approached local authorities to surrender himself and a number of his forces. On 9 February, SPLA reported that some 900 of his forces have accepted the offer of amnesty.

23. South Sudan Liberation Army (SSLA) activity in Unity State also remained limited. Increased SPLA deployments following the fighting in the White Lake/Jaw area may have deterred militia attacks. However, SSLA militia appear to retain a significant presence in Mayom County and landmines laid by the group remain a serious threat. On 16 January 2012, a group of 50 to 70 SSLA militia forces reportedly approached national military officials to enter the amnesty process.

24. Two militia leaders, Johnson Olonyi and Ayok Ogat, remain active in Upper Nile State, and reportedly engaged with SPLA forces in Manyo County from 9 to 11 November 2011, leaving 19 SPLA soldiers wounded. On 7 January 2012, 34 fighters associated with the two leaders surrendered to Manyo County authorities.

25. On 6 January, President Kiir issued a decree reinstating the former militia leader, Peter Gadet, to his position in SPLA. His former forces remain at the Mapel integration centre in Western Bahr el-Ghazal State. On 15 February, registration of these forces for their integration in SPLA was completed.

Inter-communal conflict

26. After the attack by the Murle on Pieri, Ubor County, late in August, the Lou Nuer/Murle peace process led by the Sudan Council of Churches, together with efforts of military deterrence by UNMISS, had succeeded in restraining retaliatory

attacks in Jonglei State from September to November. However, the peace process collapsed early in December, owing to lack of political will on the part of the concerned parties to make the necessary compromises.

27. On 5 December, a raid on the Dinka village of Jalle left 41 dead, including 11 children and 7 women. While the identity of the attackers could not be confirmed, local residents blamed the Murle, which escalated inter-communal tensions.

28. After two more small attacks, allegedly by Murle, preparations for retaliatory attacks started. On 8 December, UNMISS received reports that Lou Nuer youth were mobilizing for a large assault to avenge Murle attacks on Lou Nuer communities in August 2011. On 11 December, the Sudan Council of Churches announced that Lou Nuer/Murle meetings planned as part of the peace process had been further postponed until January 2012. On 13 December, an UNMISS police patrol spotted a large group of armed Lou Nuer youth moving south towards Murle territory. Lou Nuer mobilization continued to escalate over the next 10 days. The Government was informed about these developments and urged to deploy additional troops for the protection of civilians, but the deployments were slow and impeded by impassable roads. On 23 December, an UNMISS air patrol identified a column of approximately 2,000 armed Lou Nuer youth moving south through Murle territory, looting and burning villages along the way. UNMISS military forces had already deployed into pre-emptive positions in the key population centres of Likuangole, Pibor and Gumuruk to provide deterrence and early warning, which allowed civilians to move out of harm's way. Half of the Mission's infantry forces were deployed to the area.

29. By 26 December, the group of attackers had grown to 3,000 to 5,000 youth and arrived north of an UNMISS military deployment in the Murle village of Likuangole. Early warning alerts to tens of thousands of civilians, including information from UNMISS to the local authorities and community leaders, ensured that virtually all of the population left Likuangole before the attackers arrived. UNMISS positions had again been reinforced with additional troops totalling a battalion. Thirty-one vulnerable civilians were evacuated to safety by UNMISS.

30. On 27 December, the Lou Nuer group attacked Likuangole, burning nearly all *tukuls*, markets and the Payam office and looting large numbers of cattle. On 30 December, an UNMISS air patrol spotted approximately 6,000 to 8,000 armed Lou Nuer youth moving southward from Likuangole towards Pibor town, burning abandoned civilian structures as they advanced. The majority of the population of Pibor had already left the town.

31. On 31 December, part of the Lou Nuer group entered the southern periphery of Pibor town, but SPLA and UNMISS defensive positions halted their further advance. The group burned *tukuls* and looted the Médecins Sans Frontières clinic in the area, but remained clear of UNMISS and SPLA positions. On 2 January 2012, SPLA troops fired on the advancing column that was attempting to enter Pibor near their position. UNMISS moved its armoured personnel carriers forward to support SPLA in deterring the attackers, who immediately withdrew across the river. Also on 2 January, the UNMISS military position in Pibor was further reinforced by three additional armoured personnel carriers.

32. By 4 January, the bulk of the Lou Nuer attackers had started to return northward with large cattle herds. Most had arrived in the Lou Nuer town of Akobo

by 13 January and began to disperse. Subsequently, Murle youth launched reprisal attacks on Lou Nuer and Dinka settlements, which they believed had also participated in the attacks of December and January. Murle attackers reportedly killed 55 people in Wek, Panyok and Warlei on 11 January, 12 in Weidang on 13 January and 80 in Duk Padiet on 16 January. On 7 February, a large group of Dinka youth attacked Nyorok, south of Manyabol, in Pibor County. Initial reports suggest that 11 Murle were killed and 17 wounded in the attack. Of particular concern were reports that many of the attackers were in South Sudan police and SPLA uniforms.

33. On 29 January, the Minister of the Interior informed UNMISS of an attack that occurred the previous day in Tonj East County, Warrap State. The attackers were from neighbouring Unity State and, according to Unity State authorities, were reacting to the failure of Government officials to follow through with the return of cattle looted during an attack in September 2011. Initial reports suggest that 74 to 78 persons were killed in these attacks.

34. In a related development, on 1 February, an UNMISS team, together with three Unity State Government officials, was deployed to assess the inter-communal violence along the border between Unity and Warrap States. While at the Mayendit County Commissioner's office, the team was caught in crossfire during a shooting incident in which a United Nations police officer was wounded. While 15 casualties were confirmed by UNMISS, the Minister of Information of Unity State issued a press release on 3 February stating that 34 people, mostly security forces from SPLA and the South Sudan Police Service, were killed and 9 wounded in the Mayendit incident. SPLA and South Sudan police personnel assigned to the County Commissioner were reported to be involved in the shoot-out, which UNMISS requested the Government to investigate. On 7 February, UNMISS met with a delegation from SPLA and the South Sudan Police Service, which indicated that a formal internal investigation was under way.

Civilian disarmament

35. Civilian disarmament programmes continued in Lakes, Unity and Warrap States. On 23 November 2011, UNMISS handed over to the South Sudan Disarmament, Demobilization and Reintegration Commission six containers in Kuajok (Warrap State) and Rumbek and Cueibet (Lakes State) for storing collected weapons. These efforts have remained limited to voluntary disarmament, and have generally been peaceful and well organized, but have collected only limited numbers of weapons.

36. As part of its efforts to address ongoing inter-communal violence in Jonglei State, the Government has announced its intention to launch a civilian disarmament programme there in March. The Government has indicated its intention to pursue voluntary disarmament first and forcible disarmament as the last resort. The modalities are still under discussion. UNMISS has advocated for a comprehensive peace process in Jonglei State, to be implemented in a sequential manner, whereby voluntary civilian disarmament comes at a later stage. While UNMISS will take measures, within its mandate and capabilities, to mitigate the risks to unarmed civilians, the Mission will not assist SPLA and the South Sudan Police Service in forcible civilian disarmament. Both Murle and Lou Nuer leaders have called for

credible security arrangements to be put in place first, as well as for the prior disarmament of the other community.

Border incidents

37. On 8 November 2011, UNMISS received reports that an Antonov aircraft belonging to the Sudan Armed Forces bombed two locations in Upper Nile State, near the northern border, resulting in 11 deaths. On 10 November, United Nations personnel witnessed a similar attack by an Antonov aircraft on the Yida refugee camp in Unity State. No casualties were reported. On 23 January 2012, United Nations staff witnessed another Antonov bombing, on a refugee registration site in Upper Nile State, approximately 8 km inside South Sudan. The fact that bombings occurred was confirmed by UNMISS verification missions. On 29 February, UNMISS was informed by Government officials that the location of Panakuuac in Unity State had been bombed at around noon. UNMISS also verified that the bombing had occurred.

VI. Implementation of the mandate of the Mission

Mission transition from start-up to consolidation

38. The Mission's civilian component has 770 international staff, 1,386 national staff and 232 United Nations Volunteers, with vacancy rates of 26 per cent, 31 per cent and 54 per cent, respectively. UNMISS has launched multiple recruitment drives to reach the authorized staffing levels. With the recent arrival of the Deputy Force Commander, the civilian Chief of Staff and the Deputy Special Representative for Political Affairs, the Mission's senior leadership team is almost complete.

39. As at 2 March 2012, the strength of the Mission's military component stood at 5,028 out of the 7,000 authorized troops, comprising 3,244 infantry troops, 1,544 enablers and 240 staff officers and military liaison officers. Residual troops from the United Nations Mission in the Sudan will be replaced by August 2012 with infantry battalions from Mongolia, Nepal and Rwanda, and additional engineering companies from Japan and the Republic of Korea. The Mission expects to reach its mandated troop ceiling of 7,000 early in 2012. The strength of the police component was 462 personnel from 32 countries, out of the 900 authorized police advisers, as at 5 March. Further increases in United Nations police strength are contingent upon the Mission's absorption capacity, which in turn depends on the construction of county support bases and other relevant infrastructures. The recruitment of the police professional staff is ongoing.

40. In keeping with its decentralized structure, the Mission is constructing and equipping county support bases with integrated personnel and assets. The start-up of 19 of the 35 envisaged county support bases is under way. The bases, which will be co-located with county administrative offices, will enable the United Nations entities to work closely with the local authorities and communities. The deployment of most Mission staff at State and County levels, some being embedded in Government structures, as requested by the authorities, will support capacity-building and the extension of State authority.

Military component

41. Four infantry battalions are deployed in South Sudan in three areas of responsibility, with a Force Reserve Battalion superimposed. The Mission maintains 15 company operating bases, providing a permanent presence in all States except Warrap State. Battalion headquarters, engineers, level II hospitals and helicopters are located in Wau, Malakal and Juba. The force continued to conduct a number of tasks including patrolling, deterrence through forward deployment, protection of civilians, force protection for humanitarian convoys, assessment and reconnaissance tasks in addition to static force protection in all company operating bases.

42. Security developments countrywide, but particularly in Jonglei State, forced the Mission's military component to maintain an even higher operational tempo than in its first quarter. Operations in Jonglei State alone required a total of 242 helicopter flights from 11 December 2011 to 17 January 2012. Over 50 per cent of the currently deployed infantry troops were deployed to Jonglei State in response to the crisis, while the remaining forces remained operational throughout the rest of the Mission area. The need to maintain deployments in Jonglei State for an extended duration has increased the burden on the Mission's strained troop levels and logistics resources.

43. UNMISS has begun preparations for a large-scale turnover of its troop contingents, including the insertion of 2,700 new troops from Cambodia, Mongolia, Nepal and Rwanda, the rotation of approximately 1,800 Indian troops, and the gradual repatriation of almost 1,200 troops to Bangladesh, while making sure that the relief of these assets is in place. In order to maintain adequate troop levels, existing troop-contributing countries would be requested to extend their stay in case of any unforeseen delays in the deployment of incoming troops.

44. Since December 2011, the Secretariat has been requesting troop-contributing countries to fill a gap of six military utility helicopters, and is hopeful that this force requirement will be met soon.

Police component

45. United Nations police are currently stationed in all 10 State capitals and in 23 counties. Police operations focused on capacity-building for the South Sudan Police Service, in collaboration with the United Nations Development Programme (UNDP), through co-location at all levels and through transfer of skills and knowledge. On 12 January 2012, the leadership of the South Sudan Police Service approved a joint co-location plan.

46. United Nations police continued to assist in the development and implementation of the training curricula for the South Sudan police, and have conducted a total of 96 in-service courses that benefited 3,440 South Sudan police personnel. A strategic training plan 2012-2015, aligned with the training curricula, was developed and approved by the South Sudan Police Service leadership on 18 January 2012.

47. United Nations police and UNDP supported a programme of screening and registration of all South Sudan police officers and all correction officers in the prison services across all 10 States. This is essential for updating the payroll, establishing transparency and accountability and professionalizing the Services. The registration is to be completed by March 2012, after which it is likely that the

wildlife services will be subject to similar screening and registration. In support of South Sudan police deployments, UNDP completed the construction of 54 new police stations and posts across the 10 States of South Sudan.

Protection of civilians

48. Attacks on the civilian population, particularly women and children, most notably in Jonglei State, dominated national and international attention for much of the reporting period.

49. UNMISS activities focused mainly on maximizing information flow, provision of good offices and urging the Government to deploy additional security forces for the physical protection of civilians. In Jonglei State, the Mission was able to generate early warning through the use of its field presence, aerial surveillance, military deployments and local information networks and thus was able to inform the Government of the impending attacks more than a week before the Lou Nuer offensive began.

50. Prior to the attacks in Jonglei State late in December 2011, UNMISS met regularly with senior military and Government officials to underline the need for decisive action to protect the civilian population. It also worked closely with Lou Nuer and Murle community leaders to advance a peace and reconciliation process with a view to averting further attacks.

51. On 14 December, after taking into consideration its due diligence policy, UNMISS provided logistical support for SPLA deployments into Jonglei State. The Government also provided support to UNMISS by making its own helicopters available to airlift the Mission's dangerous military materials to Jonglei State.

52. From mid-December onwards, the UNMISS leadership began urging the Government on military deployments to Jonglei State and outreach to the Lou Nuer communities. On the latter, the Vice-President engaged actively, albeit without success. On 19 and 23 December, the Mission leadership met with senior Government officials to further emphasize the need for urgent action. In addition, on 25 December, the UNMISS leadership stepped up its political advocacy, through concurrent outreach to the acting Deputy State Governor, parliamentarians and community and youth leaders from both the Murle and Lou Nuer areas to defuse the tensions. From 27 to 31 December, UNMISS provided logistical support for the Vice-President's travel to Likuangole and Pibor in an effort to persuade the Lou Nuer to withdraw.

53. UNMISS began to reinforce its military operations in Jonglei State on 11 December, with the extended deployment of a platoon in Likuangole and Gumuruk. On 13 December, UNMISS deployed additional troops to Bor, Gumuruk, Likuangole and Walgak, in Jonglei, followed by additional deployments on 16 and 22 December to Pibor. At the peak of the Lou Nuer offensive, UNMISS had committed eight company units, over 50 per cent of its total deployable combat troops in Jonglei State, leaving the bare minimum necessary to cover the demands and threats in South Sudan's nine other States and the Mission's overall force protection needs. UNMISS has since maintained a comparable force in Jonglei State to deter further attacks. UNMISS evacuated 180 wounded civilians and 18 humanitarian personnel. Up to 3,500 civilians sought refuge in UNMISS military compounds.

54. In response to the attack on 28 January 2012 in Tonj East County, Warrap State, UNMISS sent a team to the affected area to assess the situation. With support from UNMISS, the Office for the Coordination of Humanitarian Affairs facilitated evacuation and medical support for the injured. On 1 February, a joint UNMISS/Government of South Sudan mission, led by the Deputy Ministers of the Interior and Cabinet Affairs, travelled to Warrap State to explore modalities for protecting the population, preventing retaliatory attacks, and strengthening the capacity of the South Sudan Police Service and its coordination with other security forces.

55. The Government has taken some steps to fulfil its responsibility to provide security and protection to the civilian population. In addition to the efforts of its senior leaders to facilitate inter-communal reconciliation, the Government deployed some 1,000 SPLA troops and more than 500 South Sudan Police personnel into key locations in Jonglei State. An estimated total of 12,000 police and military personnel currently maintain a presence across the State. On 3 January, SPLA troops used deadly force to prevent advancing Lou Nuer youth from entering Pibor town. However, SPLA and the South Sudan Police continue to face logistical challenges in sustaining their forces in the field.

Child protection

56. During the reporting period, 135 children associated with rebel militia groups and with SPLA were verified and registered in Unity, Western Bahr el-Ghazal and Upper Nile States; 91 were released and reunited with their families. Over 2,000 separated children, the majority of whom were refugees from South Kordofan currently residing in the Yida camp, were identified and registered. Against this noteworthy progress, there have also been setbacks, including a significant but unconfirmed number of reported abductions of children during the Jonglei conflict.

57. UNMISS and UNICEF supported the Government in developing an action plan for the release of children associated with SPLA. The South Sudan monitoring and reporting mechanism task force will support implementation of the action plan.

Sexual violence

58. Owing to the lack of national capacity to assess and verify cases of sexual violence, coupled with cultural practices that inhibit reporting, few cases were confirmed during the period. In the absence of gender-based violence referral services in Jonglei State, the gender-based violence sub-cluster of the South Sudan Protection Cluster assisted victims following the attacks of December 2011 and January 2012. With the establishment of additional capacity to implement monitoring, analysis and reporting arrangements on conflict-related sexual violence, the Mission will be able to report more systematically on sexual violence in conflict, in accordance with Security Council resolutions 1888 (2009), 1889 (2009) and 1960 (2010).

Rule of law

59. The lack of capacity in the judicial and prison institutions and insufficient resources, both human and material, particularly outside of State capitals, remains a major challenge. Discussions with the Government are ongoing on UNMISS support in mandated areas, including with SPLA on the establishment of a military justice system complementary to the civil justice system.

60. The Mission continues to focus on supporting the Government of South Sudan to end prolonged, arbitrary detention practices in South Sudan. In November 2011, a key United Nations actors group on prolonged, arbitrary detention was formed, comprising relevant members of UNMISS and the United Nations country team. Following an expert assessment in December 2011, a methodology protocol was developed to map the population of detainees in prisons and police stations. The Mission, in partnership with UNDP, also continued efforts to implement the rule of law indicators project to assess the efficacy of the law enforcement, judicial and corrections institutions and establish a baseline against which future interventions can be assessed. To develop rule of law capacity, UNMISS, in conjunction with the United Nations Office on Drugs and Crime, organized an advanced tutor training study tour to Ghana for 15 prison trainers and provided technical assistance in developing a training policy for prison services. UNDP, in collaboration with the Ministry of Justice for Central Equatoria State and UNMISS, organized a three-day training event, from 6 to 8 December 2011, for criminal justice stakeholders; 50 participants from the Ministry of Justice, the judiciary, the South Sudan Police Service, the prison services and civil society took part and were sensitized on their roles and responsibilities in the administration of a criminal justice system. UNDP also undertook targeted training of traditional leaders in eight States, with a view towards supporting Government efforts in harmonizing statutory and traditional justice systems.

Human rights

61. Limited progress has been made by South Sudan in signing and ratifying key human rights instruments, primarily for lack of capacity. UNMISS has been providing technical advice and training to the Ministry of Justice and the National Legislative Assembly to support the Government's programme of accession to human rights treaties. As a result of UNMISS advocacy, the Ministry of Justice is currently drafting legislation that will regulate a process for the ratification and execution of international treaties.

62. The Government's capacity to guarantee respect for human rights for its citizens continued to face serious challenges, particularly in the context of increased inter-communal conflict. Immediately after the attacks late in December 2011 by the Lou Nuer youth on the Murle in Jonglei State, UNMISS dispatched a human rights investigation team to the affected areas, supported by two experts from the Office of the United Nations High Commissioner for Human Rights. Investigations involving 20 fact-finding visits, which continued until early February, indicated that the number of people killed during the December-January period could be in the hundreds. As of late February, the announced Government-led investigation into the attacks had not commenced.

63. While the trend in relation to political space and inclusiveness has been positive overall during the reporting period, and while the press continues to operate relatively freely, there have been a number of individual cases of concern. UNMISS documented 16 violations of political rights and freedoms, and 6 incidents of arbitrary arrest and detention restricting freedoms of expression and the press. These included the arrest, on 1 November 2011, of two journalists at the newspaper *The Destiny*, who were detained by State security officials for 18 days, without charges being lodged. Despite their release on 18 November, *The Destiny* remains closed on the orders of State security.

64. UNMISS supported the harmonization of the national legislative framework and State constitutional frameworks with international human rights standards, including legal reforms concerning sexual violence against women and child marriage. Meanwhile, training of State legislators in Unity and Northern Bahr el-Ghazal States, as well as for members of the National Legislative Assembly, commenced in February 2012.

65. To enhance the capacity of the South Sudan Human Rights Commission, UNMISS provided technical advice to the Commission, including through co-location of a human rights consultant, resulting in the drafting of rules of procedure for receiving complaints and carrying out investigations, as well as completion of a strategic plan.

Disarmament, demobilization and reintegration and security sector reform

66. The process of disarmament, demobilization and reintegration is expected to commence in April 2012, with a pilot project designed to process an estimated 3,000 to 4,500 combatants during 2012. This pilot phase is crucial for demonstrating the programme's capacity for processing the expected total caseload of 150,000 members of the security services over six to eight years. The initial intake in the pilot project will consist of 1,500 participants from the Sudanese People's Liberation Army, the South Sudan Police Service and wildlife, corrections and fire brigade services. The Ministry of Defence has already begun identifying the first batch of candidates.

67. Construction work on three disarmament, demobilization and reintegration transition facilities in Mapel (Western Bahr el-Ghazal State), Torit (Eastern Equatoria State) and Pariak (Jonglei State) necessary for the pilot project has commenced. Each facility will accommodate 500 ex-combatants. A three-month period of intensive counselling and basic skills training will be provided for the ex-combatants in the transition facilities before their reintegration into civilian communities. UNMISS supported the South Sudan Disarmament, Demobilization and Reintegration Commission, the Ministry of Education and UNESCO in developing the training programme.

68. UNMISS and UNDP assisted the South Sudan Disarmament, Demobilization and Reintegration Commission in developing the strategic and operational framework for the disarmament, demobilization and reintegration process. UNMISS and UNDP are currently working with the Government to finalize the operational plan and support required from international donors and UNMISS.

69. In the meantime, UNMISS is supporting the Ministry of National Security on the enhancement of the capacity of the National Security Council and its Executive Secretariat, as well as the development of a national security architecture. The Mission will provide strategic support and will work closely with the South Sudan Bureau for Community Security and Small Arms Control and the Ministry of the Interior.

Mine action

70. During the reporting period, the United Nations Mine Action Coordination Centre released a total of 1,262,616 m^2 of land in 25 communities; destroyed 193 anti-personnel and anti-tank mines, 18,114 items of small arms ammunition and 709 items of unexploded ordnance; and surveyed and cleared 347 km of roads. In

response to reports of re-mining by rebel militia groups in Unity and Upper Nile States, the Centre deployed a route survey and clearance team to the area. It also provided mine risk education to 23,086 civilians and landmine safety training to 122 United Nations personnel.

71. On 11 November 2011, South Sudan acceded to the Anti-Personnel Mine Ban Convention. The Mine Action Coordination Centre supported the Government by assisting in compilation of the national report on adherence to the Convention.

Peacebuilding support plan

72. UNMISS and the United Nations country team, in consultation with the Government and partners, are in the process of developing a plan for United Nations system support to peacebuilding in South Sudan, pursuant to paragraph 18 of Security Council resolution 1996 (2011). The Government requested that the United Nations take the South Sudan Development Plan and the Transitional Constitution as the basis for the peacebuilding support plan. As a pilot country for the New Deal for Engagement in Fragile States, the Government also asked the United Nations to orient its engagement around the five peacebuilding and statebuilding goals agreed at the Fourth High-level Forum on Aid Effectiveness held in Busan, Republic of Korea, late in 2011. Consultations have been undertaken with all relevant stakeholders, as envisaged in paragraph 18 of resolution 1996 (2011).

73. Covering the specific tasks set out in paragraph 18 of resolution 1996 (2011), the support plan will include more than 100 specific activities that will be undertaken by UNMISS, the United Nations country team and partners within the implementation period. Of these, the United Nations will prioritize support to 15 deliverables aimed at supporting key peacebuilding priorities of the Government of South Sudan essential for peace consolidation in the next two years. Implementation of the support plan will be carried out through existing United Nations planning frameworks, including the United Nations Development Assistance Framework, and financing will be mobilized through pooled funding mechanisms, such as the Peacebuilding Fund and the South Sudan Recovery Fund.

VII. Humanitarian situation, recovery, development and return

Humanitarian developments

74. The humanitarian situation deteriorated during the reporting period, owing to increased insecurity, high levels of displacement and persistent food insecurity. Recent inter-communal violence in Jonglei State displaced more than 140,000 people, causing destruction of property, loss of cattle and livelihoods and the separation of some 150 children from their families. A frontline coordination hub was immediately established in Pibor and a major emergency operation was launched.

75. Humanitarian partners provided emergency assistance to 100,000 refugees from Southern Kordofan and Blue Nile States in the Sudan, and to the majority of the 110,000 people who fled the Abyei area in May 2011. Increased violence has significantly strained emergency response capacity in those areas. Overall, 30 separate emergency operations were under way across South Sudan by January 2012.

76. Increased violence has also compounded food security concerns. Currently, nearly 3 million people are either severely or moderately food insecure. The situation

is expected to further deteriorate in 2012, following a poor harvest in October/November 2011, high food and fuel prices and increased displacement. Recent assessments confirm that the cereal deficit will double from 2011, to 470,000 tons, while close to 3 million people are likely to require emergency food assistance during 2012.

77. The poor state of transport infrastructure and the impact of heavy rains severely impeded overland access in many locations and required costly air operations, in particular in Jonglei, Upper Nile and Unity States. Re-mining along transport routes in Unity and parts of Jonglei State also restricted access. Humanitarian partners reported 15 incidents of interference by the military and other State actors since November 2011.

Recovery and development

78. The United Nations country team continued to support the Government in its implementation of the South Sudan Development Plan. The Government is preparing its medium-term expenditure framework, which will determine budget allocations and detailed sector plans. Late in 2011, the country team finalized the first United Nations Development Assistance Framework for South Sudan, which defines the assistance that the country team will provide in the implementation of the South Sudan Development Plan, focusing on reinforcing core governance functions, building service delivery systems, improving food security and reducing community conflict.

79. The Government continued to engage with international partners, participating actively in the g7+ process within the framework of the International Dialogue on Peacebuilding and Statebuilding, and has agreed to be a New Deal pilot country. A new South Sudan development initiative is being launched for South Sudan, supported by the African Union, the New Partnership for Africa's Development, the Economic Commission for Africa and UNDP, to prioritize and cost major programmes of the Development Plan in infrastructure and capacity development.

80. The United Nations country team continues to support the Government in implementing its medium-term capacity development strategy. Through the IGAD Regional Capacity Enhancement Initiative, supported by UNDP, the Governments of Ethiopia, Kenya and Uganda deployed a total of 138 civil service support officers throughout South Sudan to work within national and State Government structures. UNDP also has over 100 experienced United Nations Volunteers deployed at State level as part of the rapid capacity placement initiative. Discussions are under way with the Government of South Sudan and the African Union on expanding the IGAD model with civil servants from across the continent.

Return and reintegration

81. Large-scale return movements to South Sudan, estimated to involve more than 500,000 people from September 2011 to February 2012, continued to put pressure on limited social infrastructure, particularly in Unity, Northern Bahr el-Ghazal and Central Equatoria. Population build-ups continued in border areas including Renk, where up to 12,000 returnees remain in way stations awaiting onward transportation or permanent land allocation. An estimated 80 per cent of all recent returnees, the majority of whom have settled in remote rural areas, are currently without any means of livelihood. As a result of these returns, and the more than 350,000 people

displaced inside South Sudan during 2011, South Sudan is dealing with one of the largest population movements on the continent. On 12 February, a memorandum of understanding was signed by the Governments of South Sudan and the Sudan reaffirming their commitments to facilitate safe and organized returns until 8 April, date of expiry of the transition period during which their citizens residing in the territory of the other State have to comply with existing immigration laws, or return. With the expiry of the transition period, some 500,000 additional southerners could return to South Sudan in the coming months.

VIII. Cross-cutting issues in the Mission

Implementation of the review of civilian capacities in the aftermath of conflict

82. UNMISS has made progress in promoting local procurement as well as civilian partnerships by enabling the deployment of Member States' civilian capacities. UNMISS has taken first steps to identify local service providers in the areas of maintenance and camp support services with whom it can procure services locally and promote local entrepreneurship. UNMISS has also focused on building national capacity through its national staff capacity-building programme, which provides coaching, mentoring and skills training for newly recruited national staff and independent contractors. By July 2012, 200 participants will have benefited from the programme. To bolster the Mission's rule of law capacity, UNMISS has held discussions with Member States on the deployment of Government-seconded personnel with expertise in military justice reform.

Public information

83. During the Jonglei crisis, Radio Miraya stepped up its thematic programming to facilitate round-table discussions between Lou Nuer and Murle leaders and youth. UNMISS also provided video coverage of the aftermath of the attack on Pibor, distribution of food assistance, UNMISS troop deployments and senior leadership visits to the area. UNMISS also opened new public information and Radio Miraya sites in Torit (Eastern Equatoria State), Kuajok (Warrap State) and Aweil (Northern Bahr el-Ghazal State).

Conduct and discipline

84. UNMISS conducted extensive induction and training to raise awareness among United Nations personnel and the local population on United Nations standards of conduct. Risk assessment, trend analysis and outreach and sensitization activities were conducted in all 10 States, targeting vulnerable groups.

Gender

85. UN-Women finalized training materials on gender-responsive budgeting. In December 2011, training of senior Government officials commenced.

86. UNMISS provided technical and logistical support for a workshop on 27 November 2011, in cooperation with the National Democratic Institute and the Sudanese Network for Democratic Elections, on women's engagement in constitution-making processes. UN-Women finalized a training manual for a training of trainers programme on women's rights under the Transitional Constitution. On Jonglei State,

UNMISS and UN-Women supported women's participation in the peace process by reviving community-level women's peace dialogue forums and hosting a training of trainers programme for women on mediation. Three women participated in the peace dialogue forums led by the Sudan Council of Churches.

HIV/AIDS

87. On World AIDS Day, sensitization of nearly 9,000 South Sudanese civilians was conducted across six States through song, testimony, sporting events and processions. UNMISS change agents conducted HIV/AIDS awareness activities for 906 persons (564 men and 342 women) across South Sudan. Voluntary confidential counselling and testing services were provided to 5,011 men and 4,253 women from SPLA and the local population across four States. The Mission also graduated 35 additional HIV/AIDS peer educators.

Staff security

88. There has been a growth in crime-related violence, some of which has been directed at workers from neighbouring countries, particularly in Juba. There were several security incidents against international workers in Juba, including an assault by SPLA against a female United Nations staff member on 13 November 2011. The detention on 11 November of a United Nations helicopter in Eastern Equatoria was particularly worrying. Following advocacy efforts at the Ministry of the Interior, the South Sudan police increased their presence in the city. The Department of Safety and Security also adopted measures to revamp its response mechanisms to security incidents. In addition, UNMISS is working with the Ministry of the Interior and the South Sudan police to establish a diplomatic police unit for standby protection for United Nations staff as well as international workers in Juba.

89. On 29 August 2011, an UNMISS national staff member was detained on the grounds that he was an active officer in SPLA, politically active as the Secretary-General of a political party, and had issued critical comments about the Government in international media. Despite ongoing efforts by UNMISS to seek his release and assurances of the Government's commitment to implement the status-of-forces agreement in good faith, the staff member continues to be detained by SPLA. On 1 February, SPLA informed UNMISS in writing that the staff member's actions were contrary to the SPLA Act 2008, which prohibits political activities by members of the armed forces, and therefore he would face a court martial. UNMISS will continue to follow this case.

Financial aspects

90. The General Assembly, by its resolution 66/243 of 24 December 2011, appropriated the amount of $722,129,600 for the maintenance of the Mission for the period from 1 July 2011 to 30 June 2012.

91. Reimbursement of troop-contributing Governments for troops has been made for the period to 31 August 2011 as well as the first instalment of the supplemental payment for troop-contributing Governments approved by the General Assembly in its resolution 65/289.

IX. Observations and recommendations

92. The challenges facing the people of South Sudan in creating a new nation are well known. The Government is to be commended for progress made to date, particularly in regard to creating a national legislative framework and ensuring that its work is transparent and inclusive of all interests. The events of the reporting period have, however, intensified the difficulties facing the Government in providing a peace dividend and meeting the immediate security and protection needs of its people, as well as in creating the institutions necessary to provide security, foster development and protect human rights in the long term.

93. Urgent measures by the Government are required to break the vicious cycle of inter-communal violence, which has taken an unacceptable toll on the lives of the civilian population and could also erode the authority of the Republic. It is imperative that the Government provides effective leadership in launching a comprehensive peace process in Jonglei State, as well as in the volatile Warrap, Unity and Lakes States triangle. Simultaneously, it must address the root causes of the inter-communal conflicts.

94. Physical protection of the population through military deployments is only a temporary measure. Lasting solutions are urgently required through the development of the capacity of State institutions to deliver services and protect the population. The United Nations will continue to do its part, but the Jonglei crisis demonstrated that its resources are limited. The slow response by the Government to the crisis in Jonglei State, despite the early warning provided by UNMISS, underlined not only the need to expedite building the capacity of the Government to provide long-term security to vulnerable communities across the country, but also the need for the Government to assume its responsibility to forge national reconciliation as well as protect its citizens. I urge the Government to urgently conduct its human rights investigation into the abuses committed in Jonglei State and bring the perpetrators to justice in order to break the cycle of reprisal attacks.

95. The hate messages disseminated in the context of the inter-communal violence in Jonglei State threaten to incite systematic ethnic violence. Such statements violate both international and South Sudan domestic law, and the United Nations condemns such messages in the strongest terms. I urge community leaders at all levels in Jonglei State, and nationally, to call for an end to any such deplorable rhetoric. I also call upon the Government to bring the full force of the law to bear against those responsible for inciting violence in this manner. Member States concerned should also investigate those who disseminated the hate messages from the diaspora.

96. While much of the country is inaccessible except by air, helicopters are integral to the Mission's ability to conduct reconnaissance, surveillance, deterrence patrols and rapid deployments in areas unreachable by road. In South Sudan, the population most at risk is also the population most inaccessible. I appeal to Member States to make available the badly needed military utility helicopters to enhance the Mission's mobility and access to vulnerable populations. In the meantime, the Secretariat and UNMISS will explore other measures to enhance mobility and accessibility.

97. The scope of the humanitarian crisis in South Sudan surpasses the current capacities and resources of humanitarian actors. A massive, well-coordinated

operation, led by the Government, implemented by frontline agencies and supported generously by donor partners, is urgently required to stave off a major crisis.

98. The loss of over 90 per cent of the Government's revenues from oil will present unprecedented challenges, particularly to the Government's capacity to address security and humanitarian crises, but also to the Government's ability to advance its reform agenda, including in the areas of disarmament, demobilization and reintegration and security sector reform, the rule of law and combating corruption. Moreover, the existence de facto of two parallel currency rates has increased concern that actors in the financial market may speculate in currency exchange, which would entail significant additional revenue losses for the Government.

99. The pressing need for the Government to manage these multiple crises should not imply diverting all its attention from other important priorities on which it was already making important progress, including sustained implementation of its commitments to fight corruption. How the Government manages the upcoming constitutional review process, and whether the process is designed to elicit widespread acceptance, will be a critical test of its ability to consolidate its legitimacy. The development of governance institutions based on principles of political inclusiveness and transparency remains a key priority.

100. I am deeply concerned about the deteriorating relations between South Sudan and the Sudan. The Governments of the two countries have a special responsibility to silence the drums of war, which have recently become louder. I am encouraged by their publicly expressed commitment to stay at the negotiating table. They should now match their words with sincere deeds by reaching a mutually acceptable comprehensive agreement on all outstanding issues, including oil, borders, citizenship and Abyei. On citizenship, I urge the parties to agree on an extension of the transition period beyond 8 April to facilitate the safe return to South Sudan of South Sudanese in the Sudan. I stand ready to provide all the assistance and support they may require from the United Nations, working together with the African Union High-level Implementation Panel. The support of the entire international community, including the Security Council, in the efforts to lower tensions between the two countries and in preventing the increasing risk of an outbreak of open war is critical.

101. I would like to conclude by expressing my appreciation for the dedicated service of my Special Representative for South Sudan, Hilde Frafjord Johnson, and of all military, police and civilian personnel serving in UNMISS. In addition, I would like to thank the entire United Nations country team and its partners in South Sudan.